

## Message Text

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AMEMBASSY LONDON  
AMEMBASSY ROME  
AMEMBASSY PARIS  
AMEMBASSY MOSCOW

C O N F I D E N T I A L STATE 109493

FOLLOWING REPEAT KABUL 2770 ACTION SECSTATE  
INFO ANKARA ISLAMABAD TEHRAN GENEVA 24 APR 77

QUOTE

C O N F I D E N T I A L KABUL 2770

DEPARTMENT AND ANKARA PASS DEA

E.O. 11652: GDS  
TAGS: SNAR, AF  
SUBJ: VISIT BY NARCOTICS CONTROL PROGRAM DEVELOPMENT TEAM

REF: KABUL 2324

1. SUMMARY: THE APRIL 17-23 VISIT TO AFGHANISTAN BY THE  
NARCOTICS CONTROL PROGRAM DEVELOPMENT TEAM -- RONALD NICHOL-  
SON (STATE -S/NM), MICHAEL DEMETRE (UNFDAC), DOUGLAS ARCHARD  
(STATE -NEA/PAB), DOMINICK MINGIONE (DEA) AND RUSS ARUSLAN  
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(DEA)-- INCLUDED DISCUSSIONS WITH GOVERNMENT OF AFGHANISTAN  
(GOA OFFICIALS FROM THE MINISTRIES OF FOREIGN AFFAIRS,  
INTERIOR, PUBLIC HEALTH, AND AGRICULTURE. FOLLOWING THESE  
DISCUSSIONS, SPECIFIC PROPOSALS FOR THE IMPLEMENTATION OF  
A NARCOTICS PRODUCTION CONTROL PROGRAM WERE GIVEN BY THE  
AMBASSADOR AND THE TEAM TO AFGHAN MINISTER IN CHARGE FOR  
FOREIGN AFFAIRS, WAHEED ABDULLAH, ON APRIL 20. HE ASSURED  
THE TEAM THAT THESE PROPOSALS WOULD BE SERIOUSLY  
CONSIDERED BY THE GOA AND THAT APPROPRIATE RESPONSES  
WOULD BE FORTHCOMING SOON. A ONE-DAY TRIP TO

KANDAHAR AND LASHKARGAH SUPPORTED THE GENERAL IMPRESSION, GAINED FROM OTHER REPORTS, THAT A BUMPER POPPY CROP IS BEING PRODUCED IN AFGHANISTAN THIS YEAR. TEAM AND U. S. MISSION AGREE THAT NO NARCOTICS CONTROL ACTION PLAN (NCAP) FOR AFGHANISTAN IS NECESSARY AT THIS TIME. THIS MESSAGE PROPOSES NEXT STEPS FOR THE USG AND THE LDOA. END SUMMARY.

2. FOR THE MOST PART, THE OBJECTIVES OF THE VISIT CONTAINED IN REFTEL WERE ACHIEVED DURING THE TEAM'S STAY IN AFGHANISTAN. THE INTENSE AND HIGH-LEVEL UNITED STATES INTEREST IN, AND CONCERN OVER, THE PROBLEM OF NARCOTICS PRODUCTION WAS REPEATEDLY EMPHASIZED DURING THE TEAM'S DISCUSSIONS WITH VARIOUS GOA OFFICIALS. IN THIS REGARD, WAHEED ABDULLAH, THE FOREIGN MINISTER, REMARKED THAT HIS OWN INTEREST IN A NARCOTICS PROGRAM HAD BEEN FLAGGING (DESPITE RECENT HIGH LEVEL APPROACHES BY THE U.S. MISSION ON THE NARCOTICS PROBLEM) BECAUSE THE USG HAD NOT BEEN MOVING FORWARD WITH AN ACTION PLAN. AS A RESULT OF THE TEAM'S VISIT, HOWEVER, ABDULLAH SAID HE WAS ENCOURAGED BECAUSE THE UNITED STATES SEEMED MORE SERIOUS IN ITS APPROACH. THUS, AT LEAST ONE TOP-LEVEL GOA OFFICIAL TRIED TO CREATE THE IMPRESSION THAT THE VISIT HAD ELEVATED SOMEWHAT THE CONCERN WITH WHICH THE USG VIEWS THE NARCOTICS PRODUCTION  
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CONTROL PROBLEM.

3. THE SPECIFIC PROPOSALS SUBMITTED BY THE U.S. MISSION TO WAHEED ABDULLAH EMBRACED THE OTHER OBJECTIVES OF THE VISIT, EVEN THOUGH THERE WAS NOT COMPLETE AGREEMENT ON THE PRIORITIES OF THE VARIOUS PROGRAMS. THESE PROPOSALS WERE:

A. ESTABLISHMENT OF AN INTERNATIONAL COORDINATING COMMITTEE TO OVERSEE ALL ELEMENTS OF THE CONTROL PROGRAM.

-- MEMBERS OF THE COMMITTEE FROM THE U.S. MISSION IN KABUL WILL BE MR BRUCE FLATIN, POLITICAL COUNSELOR, AND MR MICHEAL HURLEY, DRUG ENFORCE ADMINISTRATOR, SPECIAL AGENT IN CHARGE.

-- THE GOVERNMENT OF AFGHANISTAN WILL NAME ITS REPRESENTATIVES FROM APPROPRIATE MINISTRIES, INVITE PARTICIPATION FROM OTHER COUNTRIES AND INTERNATIONAL ORGANIZATIONS, AND CONVENE MEETINGS OF THE COMMITTEE,

B. COMPLETION OF AN INITIAL SURVEY TO DEVELOP BASE-LINE DATA DETERMINING THE EXTENT OF OPIUM POPPY

PRODUCTION IN PREPARATION FOR AN ERADICATION CAMPAIGN.

-- THE U.S. GOVERNMENT WILL ATTEMPT TO PROVIDE AN AIRPLANE AND PILOTS ON A TEMPORARY BASIS FROM THE DRUG ENFORCEMENT ADMINISTRATION FOR USE BY THE MINISTRY OF INTERIOR IN CONDUCTING SUCH AN AERIAL SURVEY.

-- THE GOVERNMENT OF AFGHANISTAN WILL PROVIDE AN ON-GROUND SURVEY TO SUPPLEMENT THE AERIAL SURVEY. BOTH ASPECTS OF THE SURVEY WOULD BE COORDINATED BY A GOVERNMENT OF AFGHANISTAN OFFICIAL.  
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C. INCREASED TRAINING OF DRUG ENFORCEMENT OFFICERS.

--THE U.S. GOVERNMENT WILL UNDERTAKE A TWO-WEEK TRAINING PROGRAM TO BE CONDUCTED IN AFGHANISTAN. THIS WILL BE FOLLOWED BY FURTHER U.S. ASSISTANCE ON UPGRADING AFGHANISTAN'S OWN TRAINING ESTABLISHMENTS

-- THE GOVERNMENT OF AFGHANISTAN WILL APPOINT A TRAINING COORDINATOR AND WILL CHOOSE APPROPRIATE CANDIDATES FOR THESE TRAINING PROGRAMS.

D. HIGH LEVEL EXPERT ADVICE TO BE PROVIDED THROUGH UNFPA TO FORMULATE DEVELOPMENT RELATED NARCOTICS CONTROL PROGRAMS.

--- MICHAEL DEMEKDE WILL BE AVAILABLE TO ADVISE THE GOVERNMENT OF AFGHANISTAN REGARDING FURTHER PROGRAMS.

-- THE GOVERNMENT OF AFGHANISTAN WILL COORDINATE THE ESTABLISHMENT OF FUTURE PROGRAMS WITH MR DEMETRE.

E. THE UNITED STATES GOVERNMENT IS INTERESTED IN KNOWING WHAT THE GOVERNMENT OF AFGHANISTAN INTENDS TO DO ABOUT THIS YEAR'S POPPY CROP.

4. WAHEED ABDULLAH'S RESPONSES TO THESE PROPOSALS, DESPITE HIS EARLIER PROTESTATIONS OF INTEREST, WAS ESSENTIALLY NON-COMMITTAL. THE AMBASSADOR POINTED OUT THAT THE UNITED STATES WILL BE READY AT ANY TIME THE GOA DECIDES TO CONVENE THE FIRST MEETING OF THE INTERNATIONAL COORDINATING COMMITTEE. ABDULLAH ASSURED THE AMBASSADOR THAT THE APPROPRIATE GOA MINISTRIES ARE ALSO READY, BUT THAT FURTHER WORK WILL BE REQUIRED BEFORE SELECTING SPECIFIC MEMBERS FROM THE AFGHAN SIDE. REGARDING  
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AN AIRIAL SURVEY, ABDULLAH DEMURRED BY STATING THAT SUCH A PROGRAM, WHICH WOULD, SINCE MAJOR GROWING AREAS ARE EAST OF KABUL , BE CONDUCTED NEAR THE "VERY SENSITIVE" PAKISTAN BORDER, MIGHT POSSIBLY BE CARRIED OUT BY AN AFGHAN PLANE BELONGING TO THE CARTOGRAPHIC SOCIETY. THE MINISTER MADE A PITCH FOR MORE EQUIPMENT FOR USE IN BORDER CONTROL OPERATIONS. THE AMBASSADOR STRESSED, HOWEVER, THAT THE UNITED STATES WAS DISCOURAGED BY ITS OWN EXPERIENCE IN OTHER BILATERAL PROGRAMS, AND SINCE THE UNFDAC PROGRAM WAS PROCEEDING SATISFACTORILY, THE UNITED STATES FELT THAT THE MAJOR FOCUS OF OUR PROGRAMS IN AFGHANISTAN SHOULD BE ON THE ERADICATION OF NARCOTIC PRODUCTION RATHER THAN ON BORDER CONTROL. ABDULLAH THEN ADDED THAT THE AFGHAN POLICE ARE SO HEAVILY ENGAGED IN THE PROBLEM OF INTERNAL SECURITY THAT THERE ARE FEW REMAINING POLICE RESOURCES FOR USE IN NARCOTICS ENFORCEMENT. IN THIS REGARD, HE PROMISED TO PROVIDE AN ANSWER SOON TO THE TEAM'S PROPOSAL FOR INCREASED TRAINING OF ENFORCEMENT OFFICIALS IN AFGHANISTAN. AS FOR THIS YEAR'S POPPY CROP, THE MINISTER IN CHARGE CLAIMED THAT THE AFGHAN NARCOTICS SQUADS WERE NOW CONDUCTING OPERATIONS IN THIS FIELD. (AS THE DEPARTMENT IS AWARE, THE EMBASSY DOES NOT BELIEVE THESE OPERATIONS HAVE BEEN EFFECTIVE TO DATE).

5. AS A RESULT OF THE VISIT, THE U.S. MISSION AND THE TEAM OFFER THE FOLLOWING OBSERVATIONS:

-- IT IS EVIDENT THAT THE GOVERNMENT OF AFGHANISTAN PERCEIVES LITTLE DOMESTIC THREAT FROM NARCOTICS, AND ADMITS TO NO SIGNIFICANT ADDICT POPULATION OUTSIDE THE ISOLATED AND EXTREMELY POOR PROVINCE OF BADAKSHAN. AFGHANISTAN SEES IRAN, THE MAJOR "VICTIM COUNTRY" OF OPIATES ORIGINATING OR TRANSITTING AFGHANISTAN, AS INDIFFERENT  
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TO THE NARCOTICS TRADE. THE GOA ALSO APPARENTLY HOLDS THE VIEW THAT THE NARCOTICS ISSUE IS NOT YET A MAJOR THREAT TO ITS RELATIONSHIPS WITH THE EUROPEAN VICTIM COUNTRIES AND WITH THE UNITED STATES.

-- THE GOA APPEARS WILLING TO STEP-UP EFFORTS TO INTERDICT OPIUM TRAFFICKING BECAUSE SUCH ACTION WOULD PROVIDE A LOW COST WAY TO DISPLAYING ITS CONCERN WITH THE NARCOTICS PROBLEM EVEN THOUGH OVERALL SUPPLIES WOULD NOT NECESSARILY BE REDUCED SIGNIFICANTLY. IF ANYTHING, THE COMBINATION OF HIGHER DEMAND AND/OR THE ABILITY OF IRANIAN ADDICTS TO PAY MORE, COUPLED WITH GOA ENFORCMENT ACTION, HAS HELPED DRIVE UP OPIUM PRICES AND OPIUM PRODUCTION. GOA OFFICIALS APPARENTLY FEEL THAT

WITH THE HELP OF UNFDAC, THEY ARE MAKING GOOD PROGRESS ON ENFORCEMENT AND INTERDICTION, AND INDEED, THEY MAKE MUCH OF THE PLAUDITS RECEIVED IN THIS AREA.

-- GOA OFFICIALS ALSO POINT WITH PRIDE TO ALLEGED PROGRESS THEY HAVE MADE IN CUTTING OPIUM PRODUCTION IN BADAQSHAN, AND CHASTISE UNFDAC, THE U.S., AND THE SWISS, AND THE U.K. FOR NOT FULFILLING A PURPORTED BARGAIN TO HELP BUILD A HEALTH-REHABILITATION CENTER FOR THE REGIO

--IT APPEARS FROM THE INFORMAL INSPECTIONS WHICH THE EMBASSY AND UNFDAC HAVE CARRIED OUT SO FAR THAT THIS YEEAR WILL SEE A BUMPER OPIUM CROP THROUGHOUT AFGHANISTAN. PRODUCTION EVERYWHERE SEEMS TO BE UP AS A RESULT OF ALMOST IDEAL WEATHER CONDITIONS AND THE ANTICIPATION OF HIGHER PRICES. THE THREE-YEAR OLD GOA LAW BANNING PRODUCTION IS OBVIOUSLY NO THREAT TO THE FARMERS WHO, AS THE DIRECTOR GENERAL OF PUBLIC SECURITY PUT IT, ARE "RUDE" IN MOVING THEIR PLANTINGS TO THE EDGES OF THE MAJOR ROADS. PRESIDENTIAL ORDERS TO PROVINCIAL GOVERNORS TO DESTROY THE CROPS HAVE APPARENTLY GONE UNHEEDED AND UNENFORCED THUS FAR.  
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6. IN VIEW OF THE ABOVE, THE EMBASSY/TEAM SUBMITS THE FOLLOWING RECOMMENDED U.S. COURSE OF ACTION FOR THE REMAINDER OF CY 1977:

-- SUPPORT FULLY THE MINISTRY OF FOREIGN AFFAIRS INITIATIVES REGARDINGTHE INTERNATIONAL COORDINATING COMMITTEE. HEAVY EMPHASIS FROM THE U.S.MISSION IN KABUL AND FROM THE DEPARTMENT SHOULD BE ON BOTAINING THE FULL PARTICIPATION OF OTHER "VICTIM"NATIONS.

-- CONTINUE TO SUPPORT THE UNFDAC ENFORCEMENT PROJECT BUT LIMIT ANY U.S. BILATERAL FINANCING FOR ERADICATION. THE GOA WOULD LIKE TO EXPAND SIGNIFICANTLY THE BORDER CONTROL ASPECTS OF THE PROJECT, AT GREAT COST AND DUBIOUS RETURN. WE SHOULD WORK CLOSELY BUT BEHIND THE SCENES TO EXAMINE THE VALIDITY OF THE GOA APPROACH.

-- EXERT THE MAXIMUM PRESSURE POSSIBLE ON THE GOA TO DO AN AERIAL SURVEY ON THE LOCATION AND SIZE OF THIS YEAR'S POPPY CROP. IF THE USE OF A U.S. SUPPLIED AIRCGJFT AND CREW IS UNACCEPTABLE, WE SHOULD CONSIDER FINANCING A GOA OPERATION IF

PE GOA REQUESTS US TO DOHLO. IF THE GOA REFUSES TO MOVE ON THE SURVEY IN ANY FORM, WE SHOULD CONTINUE TO USE ALL AVAILABLE APPROPRIATE INTELLIGENCE

SOURCES AVAILABLE TO THE USG TO MONITOR POPPY PRODUCTION.

--URGE OTHER COUNTRIES AND INTERNATIONAL ORGANIZATIONS TO MAKE REPRESENTATIONS TO THE GOA AIMED AT STIMULATING ERADICATION OF THE MANY PRODUCTION AREAS.

-- CONTINUE DISCUSSIONS WITH OTHER DONORS AND INTERNATIONAL FINANCIAL INSTITUTIONS TO INSERT  
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ANTI-OPIUM PRODUCTION CLAUSES INTO FINANCING AGREEMENTS FOR AGRICULTURAL DEVELOPMENT.

-- MOVE QUICKLY AHEAD WITH PLANS TO HOLD AN IN-COUNTRY TRAINING PROGRAM FOR THE STAFFS OF THE NEW ASU'S AND BORDER CONTROL MOBILE UNITS; BRING TO AFGHANISTAN A TRAINING GENERALIST TO START ON DEVELOPING AN AFGHAN NARCOTICS TRAINING CAPACITY. SUBJECT TO EMBASSY ISLAMABAD'S CONCURRENCE, S/NM WILL MOVE IMMEDIATELY TO PLACE A GENERALIST WITH TRAINING EXPERIENCE IN PAKISTAN TO WORK AS REGIONAL TRAINING/ADMINISTRATION ADVISOR TO BOTH AFGHANISTAN AND PAKISTAN.

--PROVIDE FULL IN-COUNTRY SUPPORT FROM THE U.S. MISSION (IN COOPERATION WITH UNFDC AND UNDP) TO MICHAEL DEMETRE IN ORDER TO: 1) REVISE THE FINNCONSULT REPORT; 2) DEVELOP SMALL, QUICKLY IMPLEMENTED PROJECTS FOR NON-U.S. FINANCING IN THE SECONDARY PRODUCTION AREAS, IE., THOSE AREAS WHERE THE GOA SHOULD BE ABLE TO TAKE EARLY ENFORCEMENT ACTION.  
-- CONTINUE TO MOBILIZE THE RESOURCES OF THE EMBASSY TO PROCURE AN IMPROVED STRATEGIC NARCOTICS  
8,53))8&3,:3 (INFORMATION) BASE.

7. TEAM PLUS EMBASSY REGARD THIS MESSAGE (COMBINED WITH KABUL A-16 OF FEBRUARY 9, 1977) AS ADEQUATE FOR PRESENT PROGRAMMING PURPOSES AND NO NARCOTICS CONTROL ACTION PLAN FOR AFGHANISTAN NEED BE PREPARED AT THIS TIME.

ELIOT.

UNQUOTE CHRISTOPHER.

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<< END OF DOCUMENT >>

## Message Attributes

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